



A Legacy of Land Use Planning

Summary Report on the 2005 BLM Legacy Program



Bureau of Land Management
National Science and Technology Center
November 2005

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Cover Photo. Andy Payne (retired Shoshone Field Office Manager) discusses the fire history of the area, fire rehabilitation efforts, and the impact of wildfire on decisions made in the Monument RMP/EIS at a stop made near Wedge Butte. From left to right, Gary Wyke, Shawn Stapleton, Ervin Cowley, Andy Payne, and Barbara Bassler.



Figure 1: The Legacy Tour logo was embroidered on baseball caps that were presented to Legacy Tour 2005 participants prior to the field trip.

Executive Summary

The BLM Legacy Program provides current BLM field managers and specialists with an opportunity to learn about past land management practices and land treatments and to evaluate the results of those practices 20 or more years later. In many cases, those land treatments resulted in the landscape conditions that we see today throughout the West. Because many of the professionals who were involved in those activities have retired or are nearing retirement, the Bureau identified the Legacy Program as a best management practice aimed at capturing their knowledge. The underlying philosophy of the program is: If we don't learn from the past, we are bound to repeat our mistakes in the future.

Since many of these treatments and practices were the result of land use planning decisions, the focus of the 2005 Legacy Program was the Land Use Planning process and its impact on the landscape after more than two decades of implementation efforts. The 2005 visit was structured to facilitate the review the land use planning process employed in the 1984 *Monument [Idaho] Resource Management Plan (RMP)*. During the visit, the participants were asked to reassess the land use planning decisions that were made, examine the plan's implementation activities over the past twenty-plus years, and speculate on future planning direction.

After three days of discussion between members of the original Monument planning core team and the current Field Office staff, a number of process improvements (lessons learned) were identified and a series of recommendations are being brought forward for management consideration.



Figure 2. Joe Russell, Fire Use Specialist, describes the status of fire rehabilitation efforts at Wedge Butte. From left to right, Jim Turner, Tara Hagen, Carlos Mendiola, Gary Wyke, and Andy Payne.

Preface

The BLM Legacy Program brings together current land managers and resource specialists with those retired and still employed senior specialists who worked on the public lands in the past. In many cases, the decisions made by these individuals, the practices they used, and the treatments they initiated resulted in the landscape conditions we see today. Sometimes these efforts succeeded beyond expectations while others failed unexpectedly. The underlying philosophy of the Legacy program is: *If we don't learn from the past, we are bound to repeat our mistakes in the future.*

The primary goal of the Legacy program is to establish a structured but informal environment that offers an opportunity for the Bureau to benefit from the wisdom and broad perspectives of its retirees and senior employees. Retirees and current staff are brought together in a congenial setting where they can enjoy discussions of past resource management activities. In particular, participants have the opportunity to assess and determine the successes or shortcomings of various land treatments and management practices over time and to apply this knowledge to current land management activities.

Since many of these treatments and practices were the result of land use planning decisions, the focus of the 2005 Legacy Program was Land Use Planning and its impact on the landscape after more than two decades of implementation efforts. The 2005 visit was structured to facilitate the review the land use planning process employed in the 1984 *Monument [Idaho] Resource Management Plan (RMP)*. During the visit, the participants were asked to reassess the land use planning decisions that were made, examine the plan's implementation activities over the past twenty-plus years, and speculate on future planning direction.



Figure 3: BLM retirees, senior specialists, and current Shoshone Field Office staff join in a discussion at Wild Horse Butte regarding resource allocation decisions that were made through the Monument RMP/EIS.

Introduction

The Bureau's mission is to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations. Land use plan decisions further that mission by identifying desired outcomes and actions that restore and maintain the health of the land; preserve natural and cultural heritage; reduce threats to public health, safety, and property; and provide opportunities for environmentally responsible recreational and commercial activities.

Land use plans and planning decisions are the basis for every on-the-ground action the BLM undertakes. These plans ensure that the public lands are managed in accordance with the intent of Congress as stated in the Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1701 et seq.), under the principles of multiple use and sustained yield. As required by FLPMA and BLM policy, the public lands must be managed in a manner that protects the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; that, where appropriate will:

- 1) Preserve and protect certain public lands in their natural condition;
- 2) Provide food and habitat for fish and wildlife and domestic animals;
- 3) Provide for outdoor recreation and human occupancy and use; and,
- 4) Recognizes the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands by encouraging collaboration and public participation throughout the planning process.

FLPMA further requires that, in developing land use plans, the BLM use a systematic, interdisciplinary approach; give priority to the designation and protection of areas of critical environmental concern; rely, to the extent it is available, on the inventory of the public lands, and consider present and potential uses of the public lands. The Agency must also consider the relative scarcity of the values involved and the availability of alternative means and sites for realizing those values; weigh long term benefits to the public against short-term benefits; provide for compliance with applicable pollution control laws, and consider the policies of approved State and tribal land resource management programs.

The BLM uses an ongoing planning process to ensure that land use plans and implementation decisions remain consistent with applicable laws, regulations, orders, and policies. This process involves public participation, assessment, decision-making, implementation, plan monitoring, and evaluation, as well as adjustment through maintenance, amendment, and revision. The process allows for continuous adjustments to respond to new issues and changed circumstances.

The land use planning process is the key tool used by the BLM, in coordination with interested publics, to protect resources and designate uses on Federal lands managed by the BLM. Planning is critical to ensuring a coordinated, consistent approach to managing these lands. Because of this criticality, it is important for the Bureau to have a high level of confidence in the land use planning process. By reviewing the history of the Monument Resource Management Plan's development, activity planning, implementation, monitoring and amendments, the Bureau can identify lessons learned and evaluate recommendations for process improvement.



Figure 4. Informational handouts and maps were distributed prior to Joseph Russell's briefing at Stop 1 on the field trip. From left to right: Andy Payne (retired), Joseph Russell, Codie Martin, Tom Dyer, Dan Patton, Jim Turner, and Lori Armstrong.

Land Use Planning Revisited

The concept for this year's Legacy visit was formulated through of a series of discussions between Lee Barkow (Director, National Science and Technology Center) and Deb Rawhouser (Group Manager, Planning, Assessment and Community Support). During these conversations, the following question was raised: Wouldn't it be informative to revisit a major EIS or land use planning effort to see whether the process really worked as anticipated and whether implementation yielded the results that were originally predicted?

Further discussions were held between Lee Barkow and Kurt Kotter (Associate State Director, Idaho) at a Field Committee meeting to explore the willingness of Idaho to host a Legacy visit in a field office where a Resource Management Plan (RMP) or major EIS was prepared. The Idaho ASD indicated that the Shoshone Field Office had just completed a pre-plan for a 2007 revision and that the new planning team could benefit from revisiting the original RMP.

Contact was subsequently made with Howard Hedrick (Twin Falls District Manager) who suggested that I approach Andy Payne (Shoshone Field Office Manager) and Rick Vandervoet (Craters of the Moon Manager) to see if they would be interested in participating. After several telephone conversations where the program was discussed, Andy Payne gave his approval to the proposal in the spring of 2005 and a design for a visit was immediately initiated.



Figure 5. Recently selected Shoshone Field Office Manager Lori Armstrong assesses the condition of vegetation at one of the field trip stops.

The 2005 Legacy Visit

The 2005 project was initiated by acquiring and reviewing all of the literature and guidance associated with the Monument RMP. These documents included the draft and final resource management plans, activity plans, planning guidance, and plan amendments. Reference materials were assembled during the winter of 2004 and spring of 2005 and a coordination visit was conducted in May 2005. The purpose of the initial visit was to meet the field office managers and participants, work out the logistics of all aspects of the Legacy visit, and plan a field trip route with key discussion stops.

Organizing the Participants

The first step in organizing the visit was to identify the original RMP core team participants. A list of preparers was included in Chapter 5 of the final *Monument Proposed RMP/EIS* document (see Table 1.) which was used as a starting point for establishing contact with the original planning team. The names were first checked against the BLM address book to see who was still employed by the agency. Next, those names that were not in the BLM directory were checked against the membership list of the Public Land Foundation to identify retirees and obtain contact information. Finally, names not on either of the two previous lists were traced through information supplied by current and retired employees or through the internet white pages.

After several weeks of attempting to make contact via e-mail and telephone, all but three of the original planning team members were located and briefed on the proposed visit. The majority of the team members initially agreed to participate although several had to withdraw prior to the actual date of the visit due to conflicting priorities. Participation was a very dynamic process and a final count of volunteers was not obtained until the week before the August visit.

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Table 1. Original Monument RMP Planning Team Members. The names of team members who participated in the 2005 Legacy visit are shaded in the following table.

Name and Position	RMP/EIS Responsibility	Experience Prior to Participation on RMP Team
Michael Boltz Range Conservationist	Livestock forage and range- land management	3 years research biologist; 1 year wildlife biologist; 4 years range con- servationist
Harold Brown District realty Specialist	Lands and realty	5 years cadastral surveying/ land sur- veying; 1.5 years Land Law Exam- iner; 3 years cartographer; 8.5 years realty specialist
Joseph E. Carter Range Conservationist	Fire ecology / vegetation / livestock grazing	4 years range conservationist
Robert C. Cordell Bennett Hills Area Manager	Management direction	5 years range conservationist; 4 years realty specialist; 4 years area man- ager
Ervin R. Cowley Monument Area Manager	Project manager / management direction	5 years range conservationist; 4 years watershed specialist; 2 years planning / environmental coordinator; 8 years area manager
Lawrence L. Dee Geologist	Minerals and energy	15 years oceanographer; 3 years ge- ologist (BLM)
Stan Frazier Economist	Economics	8 years economist (BLM)
William T. Harris Soil Scientist	Soils and Watershed	3 years soil scientist (SCS); 2 years soil scientist (State of Idaho); 2 years soil scientist (BLM); 4 years soil sci- entist/watershed specialist (BLM)
Robert B. Hellie Wilderness/Recreation Spe- cialist	Wilderness	4 years park management (Peace Corps); 7 years recreation specialist (BLM)
John E. Husband Planning and Environmental Coordinator	Team Leader	5 years forester (BLM); 1.5 years planner (BLM)
Jon Idso Assistant District Manger for Resources	Editing / coordination	2 years recreation planner (FPC); 4.5 years environmental coordinator / EIS review / EIS team leader (BLM); 1.5 year outdoor recreation planner (BLM); 1.5 years planning coordina- tor; 1.5 years Assistant District Man- ager (BLM)
Richard Kodeski Outdoor Recreation Planner	Recreation / Visual Resources	2 years forestry technician (USFS); 3 years recreation technician (USFS/BIA; 1 year park ranger (Utah Parks and Recreation); 3 years out- door recreation planner (BLM)
John C. Lytle Archaeologist	Cultural Resources	2 years Coal EIS Team; 2 years com- pliance archaeologist; 4 years district

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		archaeologist (BLM)
Carlos Mendiola Fire Management Officer	Fire Management	13 years fire management; 7 years fire management officer (BLM)
Clarence Ouellette Visual Information Specialist	Thematic Maps	23 years imagery interpretation specialist (USFS); 7 years visual information specialist (BLM)
Derinda D. Rapp Editorial Assistant	Typist / Editor	5.5 years grazing clerk; .5 years resource data assistant; .5 year range technician; .5 year mail and file clerk; 3 years editorial clerk and assistant (BLM)
Terrell Rich Wildlife Biologist	Wildlife	2 years environmental quality specialist (State of Idaho); 4 years wildlife biologist (BLM)

Three senior specialists and three retirees ultimately traveled to the Shoshone Field Office to participate in the program. These individuals were responsible for several key elements of the original land use plan including grazing, lands and realty, wilderness, recreation, and fire management. In addition to these six individuals, a total of fifteen members of the current staff, and four managers provided support to the visit or participated in one or more sessions. A complete list of participating employees is included in the Table 2 below.

Table 2. Participating Current or Recently Retired Employees

Name	Current Position
Doug Barnum	Supervisory Natural Resource Specialist Shoshone F.O.
Barbara Bassler	Planning and Environmental Coordinator Shoshone Field Office
Lisa Cresswell	Archaeologist Shoshone F.O.
David Freiberg	Outdoor Recreation Planner Shoshone F.O.
Jesse German	GIS Specialist Shoshone F.O.
Tara Hagen	Realty Specialist Shoshone F.O.
Julie Hilty	Botanist Shoshone F.O.
Debra Kovar	Realty Specialist Shoshone F.O.
Codie Martin	Rangeland Management Specialist Shoshone F.O.
Paul McClain	Wildlife Biologist Shoshone F.O.
Dan Patten	Rangeland Management Specialist Shoshone F.O.
Joseph Russell	Fuels Use Specialist Shoshone F.O.

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John Sabala	Safety / Prevention Officer Shoshone F.O.
Shawn Stapleton	Park Ranger Craters of the Moon National Monument
Scott Uhrig	Fire Rehabilitation Specialist Shoshone F.O.
Rick Vandervoet	Manager Craters of the Moon National Monument
Bill Baker	Associate District Manager Twin Falls D.O.
Paul Oakes	Planning and Environmental Coordinator Twin Falls D.O.
Gary Wyke	Planning and Environmental Coordinator Idaho State Office
Ervin Cowley	Rangeland Management Specialist Idaho State Office
Rob Hellie	Wilderness Specialist BLM Headquarters
Dick Kodeski	Manager Pompeii's Pillar National Monument
Tom Dyer	Deputy Associate Director BLM Headquarters
Lori Armstrong	Field Office Manager Shoshone Field Office
Andy Payne	Field Office Manager (Retired) Shoshone Field Office

Many of the Shoshone Field Office staff members participated in one or more Legacy sessions or contributed to logistical support of the visit despite pressing day-to-day work that was deferred to accommodate this effort. Without the active participation of these individuals, the visit could not have met its objectives. Their high level of professionalism and dedication to the Bureau's mission reflects well on themselves and their managers.

Visit Agenda

Table 3 provides the agenda that was developed to give structure to the visit and to provide a basis for logistical planning. The conceptual basis for the agenda was to examine the past, present, and future of planning efforts in the Shoshone Field Office. The initial plan was to open the visit with in-depth discussions of the 1984 planning effort, assess implementation efforts over the past 20 years through field visits to selected sites, and, finally, to examine future planning scenarios. Due primarily to excellent support from Field Office personnel and managers, the visitation agenda was successfully implemented with only minor modification.

Table 3. Legacy visit agenda.

Tuesday, August 16		
Time	Lead	Activity
0800 – 0815	Jim Turner	Welcome - Bill Baker - Andy Payne

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0815 – 0820	Barb Bassler	Logistical Information
0820 – 0900	Jim Turner	Introductions / Overview / Objectives
0900 – 0930	Barb Bassler	Overview of Field Office Planning History - URA/MFPs - RMPs - Amendments
0930 – 1000	Break	
1000 – 1130	Jim Turner – Facilitator	Monument RMP Discussion - Political climate / demographics - Ecology of the Land - Recreation and OHV
1130 – 1300	Lunch	
1300 – 1430	Jim Turner - Facilitator	Monument RMP Discussion continued - Political environment / demographics - Ecology of the Lands - Recreation and OHV
1430 – 1500	Break	
1500 – 1530	Barb Bassler	Field Trip Orientation and Logistics
1530 – 1700	Barb Bassler	Current Field Office Issues Notch Butte / North Rim - History update since 1985
1800 – ?	Dinner / Social hour (Jaker's Steakhouse / Iron Horse Saloon)	

Wednesday, August 17		
Time	Lead	Activity
0800 - 0815	Jim Turner / Barb Bassler	Meet at Shoshone F.O. / Trip Updates
0815 – 0900		Travel Hwy 24 to Kimama
0900 – 0930	Staff	(Stop 1) Kimama Guard Station - Fire - Restoration / Seedings - Grazing - Noxious weeds
0930 - 1000		Travel Carey – Kimama Road
1000 - 1030	Staff	(Stop 2) Wild Horse Butte - Raven's Eye Project - Grazing - Restoration / Seeding
1030 - 1100		Travel Carey – Kimama Road
1100 – 1115	Staff	(Stop 3) Paddleford Flat - National Monument (Hellie)
1115 – 1130		Travel Carey – Kimama Road
1130 – 1200	Rick Vandervoet	(Stop 4) At Carey Guard Station - Politics - Demographics - Socio / Economics
1200 – 1245		Lunch at Carey Guard Station
1245 – 1345		Travel to Croy Creek (Colorado Gulch)
1345 - 1415	Staff	(Stop 5) at Croy Creek / Colorado Gulch - Urban interface

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		<ul style="list-style-type: none"> - Recreation - Demographics - Adaptive Management
1415 – 1445		Travel to Wedge Butte
1445 – 1515	Andy Payne	Stop at Wedge Butte <ul style="list-style-type: none"> - Fire rehabilitation - Sage-grouse - Grazing at Sonner Flat
1515 -1530		Travel to Burmah Road
1530 - 1600	Tara Hagen	Stop at Potential Airport Site <ul style="list-style-type: none"> - Caves / Geology - Airport Impacts - WSAs
1600 – 1630		Travel to Shoshone F.O.

Thursday, August 18		
Time	Lead	Activity
0800 – 0830	Jim Turner	Welcome - Announcements
0830 – 1000	Jim Turner	Field Trip Discussion and Follow-up
10:00 – 1030	Break	
1030 – 1130	Barb Bassler	Shoshone / Twin Falls RMP Overview
1130 – 1300	Lunch	
1300 – 1430	Jim Turner	Questions and Answers / Open Discussion
1430 – 1500	Break	
1500 – 1600	Barb Bassler	Shoshone RMP
1600 – 1630	Jim Turner	Wrap-up / Farewell

Monument Resource Management Plan

The Monument resource management planning process was begun in 1982 and was completed in December 1984. It is one of the oldest RMPs in the Bureau. According to the draft document's introduction: *"The Monument Resource Management Plan (RMP) is being prepared to provide the Bureau of Land Management, Shoshone District Office with a comprehensive framework for managing 1,178,989 acres of BLM-administered public land in the Monument Planning Area over the next 15 to 20 years. With increasing demands for various resources, prudent stewardship of the public lands simply can no longer be accomplished without comprehensive land use planning. This document includes a draft environmental impact statement (EIS) which addresses a BLM-proposed RMP, three RMP alternatives, and one sub-alternative. Each of the alternatives reflects key public land issues identified through public participation. The proposed Monument RMP reflects BLM's effort to resolve resource conflicts and ensure that the public lands are managed in accordance with principles of multiple use and sustained yield."*

The issues addressed by the Monument RMP addressed the following twelve resource management topics:

- 1) Lands – Retention or Disposal
- 2) Wilderness
- 3) Livestock Grazing

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- 4) Range Improvements
- 5) Fire Management
- 6) Soil Erosion
- 7) Wildlife Habitat Management
- 8) Minerals
- 9) Lands for Local and State Governments and Other Needs
- 10) Off-Road Vehicles
- 11) Recreation
- 12) Cultural and Historic Resources



Figure 6. Round table discussion of the Monument RMP/EIS planning process. (From left to right: Ervin Cowley, Lisa Cresswell, Tara Hagen, Rob Hellie, Carlos Mendiola (Retired), Bill Baker, Rick Vandervoet, Julie Hilty, and Tom Dyer.)

As indicated by the agenda in Table 3, the first day of the visit was devoted to a round table discussion of the preparation of the Monument RMP. During this session, the Monument planning team members were asked to discuss the political climate that existed in 1984, the status of recreational opportunities, and the ecology of the land at the time the plan was drafted. The following notes were transcribed from approximately six hours of discussions held on the first day of the visit. Although the discussions were informal and largely unstructured, several major topic areas emerged. The narrative that follows is an attempt to organize and edit these conversations into a description of the planning environment and process that influenced the preparation of the Monument RMP.

Background

***Bill Baker:** When I came here in 1996, Shoshone was formed from two resource areas into one. The office used to have about 55 employees and now there are only about 30 people that do the same workload. Bennett Hills RMP in 1990 died on the vine due to the reorganization effort when we became Upper Snake River District. Bennett Hills will now be included in the Shoshone RMP. [Bill brought up the land transfers from the mid 1990s and how this office is still trying to deal with those issues.]*

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In 2000 the expanded new monument was set up in our field office, Craters of the Moon National Monument and Preserve. BLM now had to work with the National Park Service to prepare a joint management plan.

The Shoshone District RMP was scheduled to start in 2007. We have the oldest RMPs in the BLM. Now, due to lack of funds, the BLM is looking into creating a District RMP. Shoshone RMP would have cost 3.5 million alone and it would be more efficient to have all three field offices together (5.7 million for all three). Litigation is fueling this RMP to get done in 4 years as well as putting the three field offices together. We don't want to have the three offices going in different directions – the same RMP would eliminate that happening. USFS said that they had 45% savings when they group offices together.

In October 1, 2004 – Shoshone was reorganized into the Twin Falls District. Jarbidge did not fit politically in Boise and Shoshone did not fit in Upper Snake River District. This new reorganization is great at consolidating these three offices –same permittees, same issues.

In 1998 we made a switch to fuels reduction projects. Shoshone and Burley were the leaders in the country in rehabilitating rangelands back to native range and decreasing cheatgrass on public lands. [Bill brought up the Oust incident from 2001 and the lawsuit.] We are still leading the nation in restoration success.

Grazing litigation in Jarbidge: Judges order on August 1st to create an EIS on grazing permit renewals. Cumulative effects were not a big issue years ago but now they are using that against us. There are always going to be things that are done differently year to year.

Our new workload will be coming from the Wood River Valley due to the increasing population.

Can BLM contract this RMP? ISO is looking into it right now and them helping with responses to comments as well as the impacts section of the alternatives.[Bill brought up Semptra as well and setting up a Project Office in Twin Falls.]

Bill asked how the retirees got their vision. How did they realize what would be important and what would or wouldn't be in the plan? Need to look at economics, demographics, and political positions in the plan.

***Rick Vandervoet:** Shoshone does have the oldest plan in the Bureau. We are way behind on a lot of the hot issues that need to be addressed. Plans always have flaws and it is easy to criticize, but this plan (Monument RMP) did what it said it was going to do and it helped us through the years.*

ACECs were a large issue in the Monument RMP. A lot were added. Land tenure was another issue in the plan. BLM now needs something new and comprehensive to cover the whole field office and not just the Monument area.

***Ervin Cowley:** I was the project lead – at that time we did not have a planning coordinator. Bennett Hills was targeted for a grazing EIS out of this lawsuit. A decision was made that the Framework Plan would use Bennett Hills and Timmerman Hills. The next one would be Sun Valley. Emphasis was on the grazing. The Monument was basically what was left over after these first two. All of these areas had no plans previously in place. Planning regulations in 1984 directed the BLM to start using the RMP process. Shoshone had just never gotten around to getting these plans put in place before then.*

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This office was mainly still a grazing environment –there were not a lot of environmental groups except for the Committee for Idaho's High Desert. Everything was based on the grazing issues. There was no litigation at this time either.

I set the framework as the planning coordinator, and I had an idea of where I wanted to go. I did it as a zoning type planner, look at a map and see what that area was zoned as. Sun Valley looked a lot like the Monument. [It was his first attempt at an interdisciplinary team.] They got together and came out with the sideboards and range of alternatives. What is an alternative? They spent the first two weeks fighting over what this plan should even be, what it should even look like.

John Husband really pulled it together and kept the discussions going in a forward direction. The learning curve was very steep for all of these people. The direction at the time was to develop the process as they would go along.

Lisa Cresswell: *How long did it take to write these from start to finish?*

Answer: 2-3 years.

Barbara Bassler: *Did you meet the budget parameters?*

Rob Hellie: *Yes but I don't know how we did it. At the time we just made the budget. At that time we were also implementing new technology such as going to word processing and away from the typewriters. Bennett Hills changes were still being retyped as they were being made. There was enough funding to do the planning but implementation was nearly impossible to do. Grazing was the driving force at the time of the plan.*

Andy Payne: *At the time a lot of the land just burned and was in cheatgrass. A lot of the previously collected data was unusable. Most data contained the recent and reoccurring fire history.*

Economics was a major player as well as the sheep industry. There was a major economic downturn when the sheep industry went down. Agriculture was another huge industry and still is in this area.

Resource base and sustainability was a huge issue in the plan. FLPMA told us that was what we would do – people were very dedicated to that.

Bill Baker: *In 1910 canals were built here and we went away from ditches. The pivots created some issues due to the property lines being off. Changing farm practices had a huge effect on the BLM. Changing those lines was a huge cost to the farmers.*

Andy Payne: *Also, 1970s and 1980s were bad for economic stability in the Magic Valley. Sheep prices were down, cattle prices were down and there were many foreclosures on farms. You couldn't give this land away. People were hurting in this region. There was a huge shift though from sheep to cattle grazing on public lands. Things finally turned around in late 1980s. I bought a farm in Dietrich – I sold the AUMs for \$2 /AUM and Prescott bought them two years later for \$12 /AUM. That is how much it changed in just two years.*

Bill Baker: *A lot of this field office is now in the hands of absentee owners – rich people from out of state. Is it really realistic to look at the economics? Did you really know that the Wood River Valley would change so suddenly?*

Andy Payne: *No one guessed that that area would be the way it is today.*

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Recreation

Erv Cowley: *We did always know that recreation would increase dramatically, especially in the Sun Valley area. We really had some good input on this. That was one of the more successful meetings we had.*

Rob Hellie: *There was a huge change when Reagan took over. The sagebrush rebellion started. In 1977 the wilderness inventory was started too. There was a lot of discussion on wilderness. What we were doing in this plan was looking at wilderness suitability. Now that we have these areas, what are we going to do with them?*

Lori Armstrong: *How many external issues were there?*

Rob Hellie: *On the recreation side there was a huge involvement.*

Andy Payne: *BLM had to change mid-stream from Carter to Reagan.*

Bill Baker: *Permittees began to take a more active role in the Monument because they did not get involved in the wilderness issue and they felt left out. They thought that they missed the boat.*

Erv Cowley: *The other thing that was interesting was the wilderness was considered recreation and as far as the BLM is concerned, it has moved onto another place. Most of it was up north – huge intensity of activity up there and no where else. ORV use was only used for hunting. That was it. These ORVs and dirt bikes did not have a huge impact except at Lake Walcott. Blue Ribbon Coalition got involved in that.*

Rob Hellie: *OHV groups did not fit in with the other environmental groups. They spent a lot of time educating me at how big their group was and where they liked to go. They did not have a lot of interest in getting involved in the plan.*

Dick Kodeski: *This whole area is a huge place for recreation opportunity and still is. The whole office felt strongly about the Wood River Valley as a place to protect.*

Lisa Cresswell: *Many of the two tracks in Bennett Hills have become ATV roads, not truck roads. They are getting skinnier and the tracks are all basically ATV tracks.*

Codie Martin: *That area is heavily used by horn [antler] hunters, which is new for our area.*

Bill Baker: *Another thing this office has is caves and there has been a lot more issues with these over the years. Kids are partying in them and burning tires and it is hard to find them till after the fact. They are more accessible with the ATV use. How do you plan into the future the use on the river? There hasn't been a lot of use due to the drought.*

Dick Kodeski: *The Snake River used to be big water and it really can draw people in. The only thing [in river recreation] bigger than the Snake River back then was the Grand Canyon.*

Bill Baker: *Are we going to get back to those flows?*

Andy Payne: *That is just something that we need to look at and plan for in the future.*

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Bill Baker: *We are never going to catch everything in the future, it seems like things take forever to get signed and passed. Take for instance the Bennett Hills emergency closure due to people harassing wildlife on winter range.*

Dick Kodeski: *We basically looked at improving streambanks – mostly for hunting and fishing. BLM was viewed as a pretty good producer [of fish and game] in Shoshone and a good place to work and a good group of people. Things were a lot quieter then than they are now. I think that lines have been drawn now between the public, interest groups, and the BLM and I don't see it getting better.*

Tara Hagen: *Was public access a problem back then?*

Dick Kodeski: *Not the big problem that it is now except in Devils Corral.*

John Kurtz: *Vineyard Lake has no public accessibility and is very hard to get to. It is being used a lot though as an oasis for the publics. Was this an issue back then?*

Rob Hellie: *This area had almost no use at all back then and I didn't think that it ever would.*

Jim Turner: *Did the RMP meet your vision for recreation?*

Dick Kodeski: *As long as the recreation is still kept open for opportunities it is a success. We spent a lot of time in Sun Valley and Magic Reservoir trying to keep the access open and accessible.*

Tom Dyer: *In the mid 90s the Bureau of Reclamation used to defer to the BLM for what kind of activities could occur on the waterways. BLM still had a lot of access to the river and the BOR was mostly blocked off by private lands. All the activity was centered on BLM land and this was a huge change.*

Lori Armstrong: *What one recreation thing did you not even think could occur that is there now?*

Dick Kodeski: *Base jumping off the Perrine Bridge.*

Rob Hellie: *Lori, you asked what one thing that we didn't see coming was. One thing that I didn't see coming was the huge increase in ATV's in the resource area. You wouldn't have been able to convince me at the time that that would be happening to the extent that it is. Maybe in the future we need to look at demographics. In the next 20 years this could be a huge issue and we need to be looking at it now.*

Wilderness

Rob Hellie: *My vision was pretty simple, I wanted as much wilderness as I could get. There was some politics but I didn't think that there was a lot.*

Jim Turner: *Do you feel that the document was successful from a wilderness standpoint?*

Rob Hellie: *No, it was never finished. How do we approach a WSA in an RMP? Do we make decisions on them because they are not permanent designation? It surprises me that we still have these WSAs here 20 years later. ACEC designations were not talked about and I just bring that up because they weren't recreation things but they were conservation/preservation projects.*

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Julie Hilty: *These ACECs such as Vineyard Lake and Sun Peak have been receiving high recreational use in the past ten years and we are having a hard time managing them as an ACEC when they are being used as trails.*

Lori Armstrong: *Are there intrusions that were missed?*

Rob Hellie: *Yes, there were a lot and most of them weren't caught till the end or not at all.*

Bill Baker: *When I got here, they were doing noxious weeds in WSAs. This was quite a process for them to buy into that.*

Rob Hellie: *Leafy Spurge got discovered after the 1981 burns - in the Pagari Allotment.*

Andy Payne: *Not many things have changed except for our office having different vegetation. We have a lot more seedlings than we did in the 1980's.*

Jim Turner: *Has backpacking increased in the WSAs over the years?*

David Frieberg: *Yes, it has but not to the extent that you would think. The biggest change for WSAs has been increased noxious weeds and we are really trying to stay on top of it. In Sand Butte, there has been increased OHV use in the WSAs as well as in Bennett Hills. We have been trying to stay on top of the rehabilitation of the roads that have been created over the years. The lava really keeps them out of the middle of them though and that is good. Most of the use is on the periphery.*

Bill Baker: *Did you see the Monument coming to pass?*

Rob Hellie: *No, I saw a really nice WSA because most of those designations were occurring in Alaska.*

Bill Baker: *One of the things that surprised me was that Craters went through rather smoothly. They figured it would be one of the hardest things to pass and it turned out to be the easiest.*

Dick Kodeski: *It probably went through so well because the public trusted the BLM people individually and that is big. There was probably a lot of information given upfront with no surprises.*

Coordination and Consultation

Andy Payne: *A new issue is the town of Dietrich trying to buy up allotments to develop wind farms for Dietrich. This was never even thought of years ago. The one thing that we haven't even talked about at all is talking about dealing with the Tribes. They weren't even known during the old plan and now we have a monthly meeting. It is very intensive and the coordination has become horrific there. I don't think that the public cared as much back then as they do now. We now give a monthly briefing to the Congressionals. Twenty years ago they didn't care what we did.*

Rob Hellie: *The public is just educated on how to comment now. Emotions are more intense now and people are feeling that they were being more regulated then and they were tired of it.*

Tom Dyer: *We set up the quarterly congressional meetings in 1994. That was when there was a lot of focus on transfers including Moonstone. That is when the interest started to occur.*

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Andy Payne: *We are going to have to answer those hard questions to local communities as a whole here or they are going to come back on us. We need to explain what the best options are. They are such big issues that no one is going to let us get away with skirting the issues. We might as well figure these out upfront.*

Bill Baker: *These communities have finally realized what a huge role BLM plays in their community and they have figured out that we are more than grazing issues.*

Erv Cowley: *We did not make a lot of contacts with the community in the past because we were trying to stay within the time and funding budget. That ended up hurting us more than helping us. Now Washington does not want to hear the reasons for why we did not make contacts with the community – there are no excuses anymore.*

Jim Turner: *There is an issue of trust when doing an RMP. The four C's become a sort of contract between us and the public. We are promising to do something to improve the relationship between us. We can not violate the contract that we have in that RMP.*

Rob Hellie: *One of the things that have changed is that we are institutionalizing this now – formally establishing contacts with local governments and publics. This is not an option anymore, it has to be done. We have also turned the cooperation of these plans onto other agencies such as state lands and whatnot.*

Bill Baker: *One problem we have in this office is that the absentee owners in Sun Valley didn't know they had a problem with the plan until it was almost too late. Everything had to be put on hold in order for them to be involved and get their comments in. I spent two months up there in meetings meeting with these people and educating them on what we were doing and why. The other counties were very good about this hold up and were very understanding. This seemed to help our relationship improve with the other counties.*

Grazing

Erv Cowley: *In 1976 when that lawsuit went through, Bennett Hills was a hot bed of issues back then, only behind Challis. We had to analyze every allotment instead of grouping them together. That lawsuit gave the BLM reason to basically triple in size due to the increased work load.*

Lands and Realty

Deb Kovar: *I know that there was a lot of interest to sell the north rim. Are there other areas that were a hot bed at the time?*

Erv Cowley: *That was the only place that had enough population for interest. The Wood River Valley didn't really start up yet at this time.*

Fire Management

Carlos Mendiola: *In 1976, when I became the Shoshone District Fire Management Officer, the fire program was mainly a fire suppression organization prior to the Monument Resource Management Plan. Most of our planning was directed at suppression and rehabilitation of burned areas with very limited involvement in overall land use planning. Involving the fire organization as a member of the RMP Team*

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made for a more cohesive organization with a better understanding of other district functions. The fire organization better understood their role of the affects of fire on resources, such as WSAs, and keeping fire out of these areas to protect those values. The Shoshone District had one of the largest fire organizations in BLM and burned, on average, 75,000 acres per year of grass and brush. In 1981, which was the biggest season on record, the Shoshone Field Office burned over 300,000 acres. This figure comes from our fire records dating back to 1950. Records kept by the fire organization showing all the fires that occurred over the years were very helpful in development of the RMP. Fires were plotted on maps by year, cause, size and consolidated over 10-year periods. From these statistics we determined that around 80% of the fires in the unit were human caused with the railroad responsible for almost 20%. Railroad fires were reduced significantly when BLM made the railroad responsible for suppression costs when we issued them Trespass Notices. Also the maps were utilized for rehabilitation purposes.

Paul Oakes: *We have this concept called wildland fire use, in the old plans there was language called limited suppression. What did you mean by that?*

Carlos Mendiola: *We meant that you should keep dozers out of certain areas, etc. The word limited suppression kind of meant fire use.*

Andy Payne: *Limited suppression came out of Alaska really and dealt with timber. We set parameters and other things to try to keep us ahead of the game to save money and acres.*

Carlos Mendiola: *The suppression language also helped us to not have to fight all fire aggressively. Instead of holding all fires to the least amount of areas possible, we utilized existing barriers and burned out larger areas which was very effective and required fewer resource and costs a great deal less than direct attack with multiple resources. We also used limited suppression to justify not taking action on certain fires, such as a fire started during the winter months surrounded by snow banks that had no chance of escape. Because of high to extreme fire behavior conditions during the main part of the fire season from mid June through September, wildland fire use should not be an option. Fire plans are in place that state fires need to be suppressed initially instead of letting them burn under a wildland fire use concept when conditions are such that they may escape and costs millions to suppress.*

Andy Payne: *These green strips proved to be a problem later because it was hard to start a backburn when the need arose.*

Carlos Mendiola: *To sum it up, we really spent a lot of energy in making fire plans and keeping the fires smaller. I would like to see that start again because the fire danger has increased in this field office.*

Andy Payne: *We need to start reading the statistics and managing based on what they tell us. August 18th is a huge start date for fires 18 years out of 20 and you would think that by now that we would be ready by that date. Every year we aren't ready and it is ridiculous. We should be putting that kind of stuff in our plans.*

Carlos Mendiola: *One thing that is different is the community protection. We also didn't use the rural fire fighters as much and that is great we use them now.*

Andy Payne: *The biggest advent to fire has been the fuels program. Shoshone received 10 million dollars last year for this program.*

Tom Dyer: *If I were to redo the plan, I would look at setting policy on rehabilitation in this office. Years ago it was crested wheatgrass only, then it was only natives and crested was almost out of the mix. There should be conditions set for what will be rehabilitated to what.*

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Julie Hilty: *The fire rehabilitation program has changed and most of this is because of availability of what seed we have. The rehabilitation program has become very competitive for funding and seed source between agencies – people are keeping a closer watch on our restoration projects and have more opinion about what we should be doing. We are known for pushing the limits and trying new things on our rangelands and that is a good thing to be known for. We really go through a series of issues before we decide what species will be used where and what type of treatment would work where.*

Andy Payne: *Half of the sage grouse restoration projects are in our field office and this is only going to get bigger, not smaller. I don't think that we realize the magnitude of how this will affect our restoration projects. We need to really take a look at this because not one thing that we do can accomplish or diminish so much for our resource.*

Bill Baker: *The process of these plans could change so we all need to hang in here and see how we need to change these FMPs, RMPs, and MFPs. The other problem this district has is that we picked up Jarbidge and that has increased our fire acres. We have already surpassed that this year and we aren't even done for the year yet.*

Carlos Mendiola: *We didn't have any political pressure in the fire program back then.*

Paul Oakes: *Was brush control the same as fuel suppression?*

Carlos Mendiola: *It wasn't always the same thing. Green stripping was something else that we used for fuels suppression that wouldn't be considered brush control.*

Jim Turner: *Looking back to 1984, do you think prescribed burning was described as a new tool?*

Carlos Mendiola: *Yes, but we just started getting into it and didn't really know much about it at the time.*

Erv Cowley: *More of the suppression was in the northern country. One thing that hasn't changed is that we always looked at winter range, sage grouse habitat, and livestock issues. It was always for multiple resources.*

Carlos Mendiola: *More of the suppression is now dealing with community protection and keeping the fires from reaching the towns – Boise is doing this right now and trying to keep the wildland fires from reaching the towns by building buffers around the towns.*

Andy Payne: *It is hard to justify prescribed burning to the public when so many other wildland fires are already occurring – especially since what happened in New Mexico [Los Alamos].*

Erv Cowley: *When I got here in 1980 we were trying to figure out the situations that would be OK to do prescribed burns – it wasn't that it wasn't considered. It was. There were just a lot of unanswered questions at the time.*

Paul Oakes: *The Land Use Plan should set those objectives and answer those questions.*

Andy Payne: *No matter what, the FMDA trumps all the LUPs.*

Paul Oakes: *That's right. We are going to have to put that into the new LUP but Jarbidge has to start over from scratch because they have nothing in place since they were under Boise before. We have got a whole bunch of studies done in the field office and we have been collecting data for years now. We should be able to use some of that information from those old studies for the new RMP.*

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Erv Cowley: There are a lot more tools now that we didn't have back then that are going to very helpful in getting correct information. The soil surveys are the best thing that we got to help us determine what needs to be done and where.

Plan Implementation

Andy Payne: Most of our emphasis is Sun Valley driven and it was because we spent our resources up there on community driven, not resource driven. We lost 90,000 acres in Laidlaw Park last week because we had to send our resources up north instead. That area is huge for sage grouse habitat and migratory range. In 1992 the politics changed to where north of Timmerman Hills was more important than that south because of the expensive houses up there.

Bill Baker: More emphasis is also placed on forest fires than on range fires too.

Andy Payne: When the monument took shape and the sage grouse became an issue, this area did become more of an interest to the public.

Tom Dyer: Yesterday we were with the Director and were in the Steens area (Oregon). We got into Boise at midnight and we were talking about this Legacy Tour. She is very interested in how this pans out. The planning process right now is pretty phenomenal with the oil and gas, coal, etc. in Wyoming and Colorado. It is going to take a lot of time for these plans to get done and the level of public interest has increased a lot. We are almost starting to move back to where we are being really site specific in these plans and drawing fire. We have stopped taking a "broad look" and we might want to watch for that and not be so site specific. We need to know where we are with the administration. We are trying to sustain these rural communities – timber, logging, agriculture, and mining communities. They are really identifying the economic hurt they are going through right now. Rural stability is really starting to be addressed right now. Washington wants to make these plans completed, and they want to know where there may be problem plans. Washington will ask you how the public has been involved, and we have included these people's comments in our plans. Fire and resources are linked and they better be linked in our new plan too. Fire is going to pop up because it has been a huge issue in this area in the past.

Lisa Cresswell: Cumulative impacts and social economic analysis have become the weak spots in our plan right now.

Tom Dyer: These analyses first starting being big in the mineral plans. These are not meant to be a stopper to the action, but just a place where we can address the issue/impacts. Cumulative effects are really being looked at more – especially on developments.

Bill Baker: Maybe we need a 15 -20 page description of each program that explains how we got to where we are today. Part of the problem is we don't know that history. These are not going to be cookie cutter portions. Land issues would not be the same for Jarbidge as it is for Shoshone but we need to compare and contrast them so that we can see where we are going.

Barbara Bassler: Revising the planning handbook has been helpful, that revision has really explained a lot. We are still working with other offices as to what has worked and what hasn't and getting their secrets.

Jim Turner: The planning team in 1984 never had to think of the accuracy, precision and reliability of the data collected – the data is being challenged in court and can make or break decisions and plans. Data quality needs to be taken into account when creating new RMPs. The public needs to be on board

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and know our data methodology used up front so that we could evaluate the usefulness of the data being used.

Bill Baker: *WVP says they are not going to be involved in our data collection process at all. They are going directly to District Court now. This is making all of this data collection stuff a challenge to even get it submitted.*

Erv Cowley: *We tend to judge things that were done in the past with the knowledge and biased we have today. We do it with presidents and values and everything. We really need to be careful about judging people – we don't understand the circumstances of yesterday. We just need to look at where we need to go from here.*

Julie Hilty: *What didn't you see coming? We really need to anticipate upcoming things.*

Rob Hellie: *Socio-economics is playing a huge role now in our planning documents. There are a lot of places to go for help – we have a lot of contracting powers that have this information at hand. We are going to have to pay a lot more attention to this in the future.*

Tom Dyer: *We need to spend a lot of quality time on the front of the plan and stay away from complex implementation.*

Andy Payne: *Politics of the matter will drive this plan. You need to realize that. We need to put the right people in the right spots in order to make the plan run smoothly.*

Dick Kodeski: *You need to see where you want to go. We need to get consensus from the public and local government. We need to respect people's opinion.*

Gary Wyke: *We have a much more solid basis with our local communities, much better position to work with them on a project like this.*

Assessing Plan Implementation

A field trip covering much of the Shoshone Field Office was conducted on the second day of the visit. Both the legacy visitors and the staff of the Shoshone Field Office participated in the field trip in an effort to view the current conditions of the landscape of the lands included in the Monument Resource Area. The purpose of the trip was to review the implementation of the 1984 Monument planning decisions, discuss events that were not anticipated in the original plan (fire), and to assess evolving issues that will be addressed in future planning efforts.

Vans and drivers from the field office were used to transport the participants around the designated route. Stops included Wild Horse Butte, Paddelford Flat, Carey Guard Station, Hop Porter Park at Croy Creek, and Wedge Butte. BLM staff who provided presentations at the stops included Joe Russell, Shawn Stapleton and Scott Uhrig.

The field trip was designed to highlight decisions that have been implemented since 1984 and to offer an opportunity for the current staff to ask specific questions about those decisions. The following table describes the planned stops and the purpose of the stop.

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Table 4: Scheduled stops for the Shoshone Legacy Tour

Stop	Activity
1	Wild Horse Butte - Fire rehabilitation - Restoration / seeding - Grazing - WSA monitoring program
2	Paddelford Flat - Craters of the Moon National Monument and Preserve - WSAs on the National Monument
3	Carey Guard Station - Politics - Demographics - Socio-economics - Fire cooperation
4	Hop Porter Park / Croy Creek - Wildland - urban interface - Recreation impacts - Land tenure and exchanges
5	Wedge Butte / Sonner Flat - Fire rehabilitation - Sage-grouse and wildlife - Grazing / permit renewals - Land Tenure and Rights of Way - Airport sites / impacts - Caves and geology

Field Trip Review

Jim Turner: When we planned this three-day visit, we set out to review the past (Tuesday), look at the present (Wednesday), and assess the future direction of planning efforts (Thursday).

Some questions for discussion include:

1. What were the objectives of the RMP?
2. Were there issues that were not anticipated?
3. What did you see yesterday on the field tour?
4. Was the effort and expense worth the money 25 years ago? Did it add value?
5. Was the planning process effective? How can we improve it?
6. What were your impressions from the field trip?
7. Did you see anything that bothered you?
8. Did you see things that pleased you?
9. Did anything surprise you?
10. Were there any unintended consequences?
11. What was your overall impression?
12. Do you think there was an adequate return on our investment of the RMP?

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Recreation

Rob Hellie: *What pleased me the most through talking to the recreation staff was that there is a lasting program with recreation and that the plan was successful and the resources had good returns. We are still doing what we said we'd do; that aspect has been accomplished.*

Was the guidance in the RMP adequate? It didn't have much of an impact. There has been a lot of guidance nationally and it is impressive that the institutions have made it happen because of the staff.

Did we envision activity plans? Yes, the cave activity plan was followed through. North Rim area is a concern of mine, but I agree that progress has been made. It still needs to be a recreation resource and it is taking longer than I anticipated.

Did anything surprise me? The condition of the vegetation today is very impressive... Notch Butte, Shale Butte, etc.

Wilderness

Rob Hellie: *Were there things that bothered me? Yes, the issue of WSAs being "islands of weeds" amidst a healthy landscape. Is there any value being served outside of the WSA? Is wilderness going to be different? Are the weeds in the WSAs a national issue? Not yet. It needs to be addressed. When the plan was done, we didn't have any other sources for reseeding besides crested wheat grass. At this point there isn't any good way of doing restoration without mechanical treatment.*

Julie Hilty: *Part of the problem is the tremendous amount of plant materials coming out for low elevation grasses now being developed, techniques for controlling cheatgrass are being developed but they are not there yet. Also, WSAs in the lower area are mostly rocky. The techniques are light-years ahead of ten years ago. Leaving WSAs alone will only bring in weed areas.*

Codie Martin: *There are no roads and lots of rocks in WSAs so it is difficult to drill and spray weeds. Issues: 1) I would assume that WSAs would look like other WSAs with rocks, a factor of terrain; 2) Do we have some obligations to try to come up with a management regime to manage WSAs?*

Julie Hilty: *Public perception is a big pressure for WSAs. When it's designated as "pristine" then the public believes it needs to be managed in a certain way. Issue of education and making people understand that it doesn't mean 'hands off' terrain. What was your vision in '84 for WSAs?*

Rob Hellie: *We were never under impression of having 'pristine' lands. I thought that they would look the same now as in '84. Not that it would be overrun with exotics, etc. We were not looking at a commodity production just trying to keep it the same. There are a whole variety of things affecting the WSA and we need to decide what is a WSA and what do we want it to be?*

Andy Payne: *Realistically we will avoid the WSA to accomplish the other 50,000 acres of rehabilitation. What damage is being done from these 'weed islands'? We need to have discussions to examine what is or is not being done.*

Codie Martin: *It's an education issue, we are only now seeing results, the public can see the difference, once educated, that it possible to trust BLM.*

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Andy Payner: *It's a dollars issue...*

Rob Hellie: *It's an evolving problem...*

Bill Baker: *We're dead in the water because we have written plans and have not followed through. The process has to change. Perceptions have to change nationally.*

Andy Payne: *We need to be careful when saying 'island of weeds'... perhaps a senator will say get rid of WSA areas. We need to balance all of this.*

Julie Hilty: *This needs to be specifically coordinated with groups for wilderness review. What needs to be addressed is that natural processes don't really occur anymore and we need to receive approval that these areas need to be treated to be restored to wilderness values. It is an issue of priority in determining money on a case by case situation. We need to try new technology on a small scale when possible. IMP allows us to do what is needed. Public perception is biggest impediment in doing active vegetative enhancement.*

Bill Baker: *Priorities determine everything. What capability do we have in going back when we have money in rehabilitating WSAs?*

Lori Armstrong: *We must have systems nationally and locally implemented in our plan within all levels to accomplish.*

John Kurtz: *Priorities must be spelled out in the plan to maintain the setting.*

Julie Hilty: *The biggest misconception is that if we take cows off, the land will be beautiful. Plant communities do not need to be left alone because we will end up with exotics. We need to educate the public and need to correct the 'natural' perception.*

Bill Baker: *We need guidance and someone to "drive it."*

Cowley: *It takes someone who can manage people to manage a plan. The number one priority in a plan is to educate people.*

Rob Hellie: *Were there benefits from the plan? The plan provided a decision, structure, and appeared that people did use the plan to proceed with using limited resources. If so, then it was worth the money used.*

Plan Implementation

Ervin Cowley: *As I look back, I'm not sure that I had many surprises. The folks here have been willing to step out with new technology and the knowledge-base has increased and has done things within areas that have limits. For example, their use of tools to deal with cheat grass. Cheat grass needed to be treated and my vision was of a holding pattern and not doing any more harm until new technology could be developed. The willingness to use the tools is commendable. Plant ecology is important to me; I'm impressed that others are working towards positive plant ecology.*

The Wood River Valley area hasn't changed. The boom started in 1985 and keeps growing. The plan has obviously been used because we have received complaints wondering why it was written that way. The

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plan has provided guidance and provided continuity with changing people coming and going. We make progress with the folks of outside interest.

There has been a major learning period with the changes of the livestock groups. I'm comfortable with the majority of the purpose of the plan.

Bill Baker: *Now, we aren't at odds with wilderness groups; that has changed from then to now. We are a team now.*

Codie Martin: *We don't fight with the permittees anymore either.*

Fire

Carlos Mendiola: *I didn't have a vision. I was here to just put out the fires. I received direction from staff and made plan for fire objectives after that.*

I was surprised that the areas that were seeded looked so good. There continue to be large fires and we will continue to have those. In the plan, it talked about grading roads for fire crew for fire suppression or else we will continue to have large fires. Bringing fire in has been good to deal with resource staff. RMP for Laidlaw had a 6-10 yr plan of prescribed fire and was accomplished for about 3 or 4 yrs toward achieving plan. I was surprised that there was no cheat grass or very little in that area. I think the plan was good because it brought fire into the process. I learned things from archaeology and resource staff.



Figure 8. Participants enjoy a pizza lunch at the newly constructed Carey Guard Station.

Future Planning Efforts

When the 2005 Legacy visit was initially proposed, the Shoshone Field Office was in the process of preparing a “pre-planning” document for a possible FY 2006 or FY 2007 start on a Shoshone Field Office RMP. In the interval since those initial discussions were held, a proposal has been made to combine the Shoshone RMP revision with those of the Jarbidge and Burley Field Offices. The combined document would serve as the primary RMP/EIS for all of the Twin Falls District and would supersede all previous planning efforts within the District.

Pending approval of a combined RMP by BLM Headquarters, the Twin Falls District Manager has proposed conducting similar Legacy visits with both the Jarbidge and Burley Field Office. He felt that, based on the apparent success of the Shoshone visit, that similar visits to the other field offices are needed to ensure success with the proposed Twin Falls RMP.

The following narrative is a synopsis of about four hours of discussions held on the third day of the visit. The primary focus of the session was on how future planning efforts will differ from the Monument planning effort.

Future Planning Efforts

Andy Payne: *The thing that changed most is the landscape in last 30 years. Lots of cows and sheep used to be out on the land and we didn't used to see much cheat grass etc. From all of the changes it's something that it [the plan] really did get done. Changing circumstances and people probably changed things more than the plan did. I would advise that planning be less specific. If you are too specific in the plan, we'll be amending plans till the cows come home. We need to be very careful. But we need to be careful because everyone wants something - if we bend and make certain promises then we have to change and amend plan.*

If you are going to push to have X amount of zones; for example, only equestrian use in certain areas/zones... it's not realistic. Look at these things in broader terms. Need to give us room for the future.

Erv Cowley: *We need to keep it on the level that we need to do it but doesn't need a plan amendment to 'do it'. This is one of the goals that I had on the plan. An example is NEPA – will always need it and opportunity for public involvement in making those decisions. We can't analyze all of the details in the plan.*

Andy Payne: *For example, the Fire Management Direction Amendments (FMDA). We don't need to be more specific than we were in the FMDA plan. How we do all of this is so important, that's why the Craters plan is good. Whatever you don't need to do, don't do it. Give the managers room. We have to keep the plan broad. The evolution of moving from grazing to people management to recreation to cell towers, etc., that we need to concentrate on the plan this time. Need to focus on where the people on the ground are.*

Carlos Mendiola: *The organization here now is based on fire current conditions and acres burned.*

Jim Turner: *How do you deal with conflicting decisions?*

Erv Cowley: *Like a vision of all on one map saying 'prescription A'*

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Bill Baker: *It takes a conscious effort to pull all areas together.*

Lori Armstrong: *Did you tie issues together?*

Erv Cowley: *We wanted an outcome and to get away from specifying what tools to use. We wanted to clearly state what the outcome was that we wanted. This was part of the goal we had. We wanted everyone to know what the constraints were. Available uses for Area A here are goals for standard operating procedures.*

Andy Payne: *Activity plans – Could you have lived without activity planning? Do we need them?*

Erv Cowley: *Going back in time – that was envisioned – the activity plans- these were instructions they had. Maybe statements were made up front – we needed some level of site specific plans but I don't think activity plans are needed for all decisions. We need to Set direction criteria and use procedures necessary for decision.*

Jim Turner: *If you don't commit to activity plans, how do you prevent the plan from becoming a shelf document?*

Andy Payne: *Doing a 3-tier thing is taking 3 months of NEPA to get a bird guzzler in. The plan only needs to show goals and objectives.*

Rob Hellie: *An activity plan is only a tool and outlines more specific decisions to get there.*

Andy Payne: *Why waste time doing activity plans that you would only use minute parts of?. If you identify them, then people will expect you to do them. We need to identify a level of protection with a plan but we should not have to be committed to do it.*

Joe Russell: *In trying to write site specific EAs, I've never had help from activity plans but from RMP. It didn't help me figure it out ... I can get to the same results, the same goal through fire restoration. RMP doesn't need to be specific but set direction.*

Erv Cowley: *We didn't define what outcomes we wanted. We didn't have the tools to define the outcomes we wanted. We weren't looking to the outcome. Bottom line – what is the outcome you want? Then start going back to see how to get there. We do need plans when trying to manage large-scale recreation demands.*

Gary Wyke: *What we have now is a planning handbook that prescribes exactly the outcomes we want. We're looking at conditions and ways to get there. There is a tool kit like livestock guidelines or how to manage livestock grazing. The NEPA statement–you're always walking fine line of too specific or not enough specific.*

Joe Russell: *I always used my own rationale when writing NEPA documents. There was nothing to follow completely.*

Erv Cowley: *I'm not sure we looked at limiting factors like cheat grass as being as big of a driving issue as is today. It's a different culture. We need more specifics for sage grouse but not pronghorn.*

Gary Wyke: *I was not surprised – I'm only surprised by not finding surprises. I found a lot to be pleased about. It turned out better than I anticipated. WSA management turned out to be an unexpected consequence- creating weeds islands. If we talk about other associations, we are in much better shape*

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than we used to be. There was a fight all of the time between permittees and us. It looks like we are on the same side now, so in better shape with other groups. The fact that we have the planning handbook now.... In terms of the grazing are left up to Standards and Guides. We don't do all of the details now. Most has been worked out on the ground. To change numbers and season of use is all in conformance with the plan.

Dan Patten: *In the Monument RMP, discuss restricting seasons of use, etc.*

Erv Cowley: *As things turned out, with the hassle of the Bennett Hills plan, what we wanted to do was change our analysis to scenarios, the numbers including season of use livestock numbers and kinds, we tried not to lock us in. We can't predict that well. When we did the Bennett Hills they did prescriptions for every allotment.*

Andy Payne: *In the last Bennett Hills RMP effort, we spent a month on desired future conditions. I can't imagine going through that again...It needs to be a collaborative process, but in Bennett Hills, we tried to take on the whole thing and don't know what we came out with. It was laborious and had some pitfalls to look out for.*

Erv Cowley: *It took at least 2 weeks before the team accomplished anything after the managers left.*

Julie Hilty: *The DSCs are general and didn't have quantitative data beside net loss of sage etc. We're trying to make ourselves and the public feel better rather than being hardcore. Maybe that is the intent.*

Andy Payne: *In the case of Bennett Hills we could have accomplished something in two weeks instead of 5 weeks.*

Julie Hilty: *With the FMDA we had months and months of discussion and manual changes. What we need on the outside is clarity of end product and a path that needs to be taken. With FMDA no one knew how to get to endpoint.*

Gary Wyke: *There should be clear statement (1 page) of where you want to be when the plan is implemented.*

Codie Martin: *With the Craters plan, zoning seemed to help. We said this is what we want, we drew lines and used a description for each zone. And then we do the best we can instead of focusing on one big thing.*

Bill Baker: *With FMDA, too much manager oversight caused a problem.*

Erv Cowley: *I'm convinced we underutilized facilitators to straighten things out. Planning teams need a facilitator. Sometimes it takes someone from outside to stay neutral.*

Bill Baker: *It takes the time and energy – if we do a District RMP. Along with other things, was enough taken off your plate to do them? Part of the problem is we don't have enough money to do both.*

Rob Hellie: *We did an in house plan and had more than we could do.*

Erv Cowley: *The same things still had to get done in addition to planning - it was no different then than it is now. Other than demands of day-to-day work has increased. Some areas were far more time consuming, for example, typing. We didn't have time consuming comments from public – we only had livestock*

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Andy Payne: We don't have a resources staff now, in some instances back then we had more opportunity to get this done.

Lori Armstrong: A lot of comments made are similar to my impressions. The area is a big fire area with lots of cheat grass. I am pleased with what I saw. I'm impressed with the staff that wrote the plan to come back and this has trickled down to the staff. Knowing relationships among stakeholders are out there, its not easy, and the factor of those internal and external relationships are huge. It's good that the relationship base (counties) is established already with the staff. It will be valuable as we go into the planning process. The discussion was good of how to set the overall framework without getting into the mire and the weeds. No questions, we still see a lot of challenges out there. Bottom line:

After being out there on the ground, is there something out there you just never imagined would be out there? Oil and gas wasn't even a blip on the horizon and now we are in it deep. What's out there in the future?

Rob Hellie: I think the influx of the Spanish culture and the demands that will cause. In twenty years we know that it will be coming, we just don't know what it will be.

Energy and Minerals

Tara Hagen: What about wind power?

Andy Payne: I think that wind energy is coming and we don't know how large it's going to be because Shoshone Field Office is in a good place for wind energy development. I don't think we can envision what it will be. We're in a big open space.

Rob Hellie: I would suggest that you go to other places to visit wind plants, etc.

Erv Cowley: I believe the Migratory Bird Act will be the biggest impediment to wind power development. We need to figure out how to deal with the big turbines killing birds and violating the bird acts.

Rob Hellie: These are issues the industry will have to deal with. If the decision was made to go with Cottrell and ... sage grouse... the Migratory Bird Act will be big. It very likely will come in the form of legislation. Someone is going to want to play with geothermal.

Andy Payne: Hard rock mining – I think it's going to come back; there is still interest... There are 100,000 acres having the potential for gold north of Shoshone. Even in the Hailey gold belt, everybody is going to make everyone be mining it again.

Erv Cowley: The decision was to withdraw mining rights from golf course and Baldy.

Rob Hellie: The demographics have changed so much that now there is a lot of money on the other side to stop the mining.

Staffing Issues

Codie Martin: Were there any issues about contracting plans?

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Rob Hellie: *It never seemed practical back then, because, how could you ever get close enough to the issues if you weren't part of the process?*

Paul Oakes : *One of the things I believe BLM has to implement is not pass to the development of alternatives off to contractors. Putting together a draft EIS and helping us with documentation are some areas that a contractor can help with, but we must be careful, we must do alternatives ourselves.*

Julie Hilty: *We provided a contractor with data and literature (FMDA) and they looked at the analysis, it was like talking to a person from different planet. In my opinion, the contractor cannot formulate the analysis section ...it takes more staff time to fix it than just to do it.*

Andy Payne: *There are some contractors that can do a good job. It is breaking the lines, not final, just some analysis and how you handle it. If contractors could be on site it makes a different. If they are not here, then they're not in touch.*

Bill Baker: *Sempre [coal fire plant] need a person working full time with staff.*

Rob Hellie: *I've had good and bad plans done by contractors. A contractor just helps to get certain aspects done faster and better, but you must be careful who you select.*

Paul Oakes: *Now, we don't have to go with the lowest bidder so it's not like old days where we were stuck with the lowest bidder. We are training contractors now.*

Julie Hilty: *We need to be very careful of having specific stipulations when hiring contractors and who they contract to.*

Lori Armstrong: *Contractors have not been doing well in my old office. You have to pick and choose very carefully and you have to write a good statement of work from the outset. We've seen many drafts and we've ended up having to pull it out ourselves. My staff would have rather have done it themselves.*

Lisa Creswell: *Why don't we contract our day-to-day stuff out and we work on the plan?*

Lori Armstrong: *We've also had problems with contractor staff switching from company to company because of the money available to play in that world.*

Erv Cowley: *We can lock up into a plan – the number of good people we lost was because they burned out. One of the concerns I always had as a manager. If the district is using all temporary positions for field work, the normal staff then acts like 'contractors'. We need to be attached to the land.*

Andy Payne: *What the forest has always done is to detail people with knowledge for 18 months or whatever it takes. Or they rehire people with knowledge for one portion to complete it. There are a lot of people out there that would be willing to do it. We need to examine the culture of the whole scenario. Hire our own people or locals for less money.*

Rob Hellie: *I don't know how many contracted EIS's we've had to sent back.*

Julie Hilty: *In FMDA, we identified people in the BLM for obtaining some of their time and input. If we could identify in-house BLM resources, it could be key for the analysis part. Just keep that in mind for people to be detailed.*

Andy Payne: *If we get the right person then we don't have to fight with organizations.*

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Rob Hellie: *OHV designations were lost because statements were made by a federal attorney that land use plans are only hopes and aspirations and we are not legally bound to do because the planning process does not guarantee money for implementation.*

John Kurtz: *What we are finding from teaching the class (Recreation Planning Course) in one week is to get a core team of recreation planners just to help out with different plans for a short time to make sure the framework is going right.*

Erv Cowley: *What we find is that we get very few requests from the field for help from the state office. Challis was really concerned about an allotment, so they asked me and Tim to come up to evaluate the situation, since they didn't have the people. We got it figured out. However, generally, we get very few requests for assistance.*

Plan Monitoring and Adaptive Management

Jim Turner: *How do you deal with adaptive management in an RMP? Appendix A in the original document (Monument RMP) did a good job in laying out a monitoring framework, decisions, techniques, unit of measure, etc. The monitoring plan also specified thresholds that, if exceeded, would trigger a revision of the plan. The only problem was that it wasn't done. Had this been executed what would the plan look like today? Is this a model you want to follow?*

Bill Baker: *It takes monitoring to assess the success of a plan and we never seem to have the time for that.*

Andy Payne: *It's great, except we're going to change and amend the plan, because we aren't going to have enough time to amend them. Revision means amendment.*

Bill Baker: *These guys didn't find anything to force the revision to occur.*

Jim Turner: *The Agency is still struggling with monitoring. What you said in Appendix A is this is what we're going to monitor, this is how we intend to do it, and if appears that results are not going to meet specified criteria then we'll do something about it. We should have 25 years of information to rely on. Think about this... When the next RMP is written, and once decisions are made, how are you going to monitor it and implement it?*

John Kurtz: *You write a follow up monitor plan so you know when to make changes to meet objectives.*

Erv Cowley: *I think a lot was done but the monitoring was not tied back to the plan. We did an amendment six months after the plan but no comments were documented.*

Jim Turner: *With the monitoring and evaluation plan (Appendix A), do you feel that you had an adequate adaptive management strategy in place?*

Erv Cowley: *We tried to give ourselves space. This was a conscious effort not to paint ourselves into a corner that requires us to amend unless something in the plan was wrong.*

Jim Turner: *You focus on objectives, if we start deviating at this threshold we need to change the course of the plan.*

Gary Wyke: *You guys were innovative.*

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Erv Cowley: *One of the dangers of developing those long term objectives is that when science changes, you end up with new terminology. And knowledge and science changes, so we don't know how to handle the change of condition class to some succession change, etc. to whatever your desired result is. We change terminology and it doesn't end up working. How do you describe a condition when it changes in 20 years?*

Bill Baker: *It's a big effort to try to explain the difference of terminology changes. How can you do the best you can in later planning efforts unless you write it in your monitoring?*

Jim Turner: *How do you know if you're achieving those planning objectives? How will you monitor it and how do we know over time if the plan is working? I think this will become extremely critical.*

Bill Baker: *The Director must make it a 5 year priority.*

Andy Payne: *Measuring is a way to get there and the plan is telling us what the end will look like. In the plan we set up a monitoring plan that probably won't happen. Do we need to say specifically what will happen or just be in general terms?*

Bill Baker: *We never changed our condition ratings to Congress in 20 years, because nobody has upgraded the table (Appendix A from Monument RMP).*

Andy Payne: *The general public is lost because of the condition classes; the terms we throw out there confuses the people.*

Bill Baker: *I proposed a monitoring person to try to manage the temporary employees and staff and a whole mind set change to manage the monitoring. If we had this person, we could manage the monitoring that is occurring. It's a real commitment. We need a priority from higher above for this.*

Paul Oakes: *In 1985 we had a monitoring report for the public and it told a story of how we were progressing with schedules and graphs to make it visual, with three times the staff and less acres and managers have to make it become a reality to get it done. Or don't say you're going to do it.*

John Kurtz: *If you're not going to monitor it, then don't set an objective.*

Erv Cowley: *There is a requirement in the handbook.*

Paul Oakes: *Design your monitoring plans as you go, in conjunction with other activities.*

Andy Payne: *We do a lot of monitoring but it doesn't get recorded.*

Paul Oakes: *We need to get this useful information into a format useable to all.*

John Kurtz: *But are we monitoring what we're supposed to be monitoring?*

Jim Turner: *Monitoring is just the start of gathering information for adaptive management. What are you going to do with the information that you collect? We need a feedback loop to keep this going. We have to consider how we can make the feedback active and viable.*

Erv Cowley: *One of the monitoring aspects is monitoring sagebrush while monitoring sage grouse, which triggers a review not an action. There is a limit to how much you can get done in the field. You have to delegate a certain person for a particular job because people are going in so many directions.*

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We need someone tracking monitoring. What vegetation was on the Little Wood River? Terry Rich tediously transferred low elevation photographs from a helicopter and put it on a 1:24000 quad setting in a file somewhere; we didn't know it was there.

Dan Patten: *We don't know where to look or what to look for!*

Bill Baker: *Part of legacy tour is to show where the old stuff is.*

Erv Cowley: *If it isn't statistically reliant, it's not of much value. A lot of new people coming in say if they can't analyze it statistically then it should be thrown out.*

Rob Hellie: *What we don't have from the plan – they had an adaptive management plan in it but what they set up was a process for scientific research so they had an annual review of the monitoring data. Does it have impact, repercussions, etc and where do we go? What is lacking is a process.*

Erv Cowley: *The only way to get it done is if someone can say drop something else and do this.*

Future Direction

Barbara Bassler: *So, where are we going now, District-wide? Can we get some ideas from group what we need to be looking at?*

Gary Wyke: *Last Friday, Kurt Kotter, Susan Giannettino, and Mike Ferguson discussed ways to respond to closing down grazing in Jarbidge. The judge said we need to do an EIS for grazing. What is the best way to do that and on what scale? There are 28 allotments spread around to do the EIS on. We need to fill on spaces in between. Instead of doing a Shoshone RMP, we could do a combined with all three offices. There are still many unanswered questions on doing one effort instead of all three efforts for one EIS. Kurt said to try to make a more refined estimate to do this. The Forest Service saved a lot of money by doing combined Forest Plan Revision for the three Forests in southern Idaho. In the meantime, K. Lynn has talked to the Director and she's interested in pursuing this. There is a level of interest in this.*

Codie Martin: *Is there a risk in doing this with Jarbidge?*

Paul Oakes: *In an RMP, how can the analysis be site specific for each allotment? We usually do an EIS to do grazing permits. They are two different kinds of decisions.*

Bill Baker: *One of our desires is to get the grazing back on the 28 allotments and this affects grazing in Shoshone and Burley and the whole state. We need to try to figure out a global resolution to the lawsuit. We don't think we'll do better in three years than we have right now. The other is global – if they will drop the lawsuit then the other plans are weak on consultation. So if we drop level of grazing maybe we wouldn't be harassed. That leaves the oldest MFPs and still out on the other offices. We have a lot of issues to develop. The game plan is the RMP.*

Barbara Bassler: *Would we get more funding if we go to the district level?*

Paul Oakes: *Because of the proximity of the three offices in this district, it has a good chance to get funding.*

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Bill Baker: *This thing is political and, if this is part of a settlement agreement, then we could probably have a 2006 start date. We also may need 6 people per office. The opponents don't care what the conditions are - they don't want the cows on the land. The resource is not an issue here.*

Erv Cowley: *Resource condition is really not the issue on public land; it doesn't matter what decisions you make. If they perceive any livestock out there, they will appeal if it's not going the way they want it to go.*

Barbara Bassler: *On the tour yesterday, Tom Dyer suggested if we end up doing the whole district that it would be a good idea to contact people who were involved in the Jarbidge and Burley RMPs.*

Paul Oakes: *We have 6 plans so we have to make decisions out of all of those to determine what is being planned on the ground.*

Julie Hilty: *We had cultural shock when dealing with Craters of the Moon plan and certainly learned a lot from it that will have to be dealt with. We were dealing with different mandates with the National Park Service. Some of the experience from this will be good.*

Gary Wyke: *Deb mentioned Eaglewood and called him. The contract went for 1 million and then they fired the contractor. They still had to pay \$800,000 and had to start over again because of different cultures within each field office.*

Erv Cowley: *There is at least a skeleton framework over the three offices.*

Paul Oakes: *That's important glue!*

Bill Baker: *On the surface the three offices want to work together.*

Lori Armstrong: *Dealing in different ecological zones makes it very difficult to work with others.*

Erv Cowley: *It is possible however from a public standpoint to still have the plan be land area based. We have to be put it together in a manner that makes it very useable. We have to represent the three offices. I would envision it more of a book with chapters portraying what is going on in the different offices.*

Bill Baker: *Once we look at it what is happening here may happen 15 years down the road. So if we set the framework it will cover, like OHV, we need to address it over the whole 4.3 mil acres.*

Barbara Bassler: *Since we are just finishing the Craters of the Moon effort and have already gone through the process of meeting with the other counties, it may be good to do it all now.*

Lori Armstrong: *It forces you to look at broad scale over whole area.*

Bill Baker: *Cumulative impacts.*

Lisa Cresswell: *One RMP for all three offices and 1 EIS?*

Paul Oakes: *Each alternative in the EIS would be three-part, which would be used to produce the four documents, for the final plan.*

Lisa Cresswell: *And the core team would be from all three offices?*

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Paul Oakes: If core team is between 6-9 people, it lightens the impact on any one office if brought in from all three offices.

Bill Baker: The range verbiage should already be written in Craters and can be tweaked a little.

Codie Martin: We will need support from the district managers for workload.

Bill Baker: With six plans, you have to go through and figure out all of the land use plans. Then you can pick one way it is written in Cassia (Burley) and then incorporate that for whole district. Is there one we want to pick over the others?

Lori Armstrong: Why reinvent when we have stuff to carry forward? We grabbed three others and used alternatives.

Lessons Learned

The following observations were made by the Legacy visit participants during the course of the visit:

Value of a Legacy Visit

1. The visit provided an invaluable opportunity to orient Lori Armstrong (newly selected Field Office Manager) on past and present resource conditions within the Shoshone Field Office. Lori indicated that she would highly recommend that newly selected managers schedule a Legacy visit in order to obtain a comprehensive overview in a very short period of time.
2. The current staff took advantage of networking opportunities during the visit to establish a continuing dialogue with returning retirees and senior specialists. In most (if not all) of the cases, the retirees provided contact information and expressed a willingness to answer questions that might arise in the future.

Land Use Planning Process

1. The consensus of the original planning team was that future RMP documents should be "outcome-based" rather than prescriptive in nature. The plan should accurately describe what the preferred outcome of an alternative should be and should not commit the agency to any specific method of implementation. Adoption of this approach should significantly increase the degree of flexibility inherent in the planning process, reduce the need for amending the plan, and permit the adoption of innovative management approaches.
2. Close coordination and cooperation with stakeholders in the planning process was important for the original RMP and will be absolutely critical to the success of any new RMPs.
3. The Monument RMP planning team was not able to identify all of the issues that have manifested themselves over the past quarter century and they don't feel that the new planning team will be able to do much better. Therefore, the planning process has to have an adequate level of flexibility integrated into it in order to deal with new or emerging issues.

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4. Planning teams should have a professional facilitator to work with them from the beginning to help the planning process along. It is important to have a neutral, third party involved to help resolve impasses.

Plan Implementation

1. Some of the Monument RMP team members felt that a number of the large, catastrophic fires of the recent past could have been avoided if a grid of firebreaks would have been installed and maintained across the Field Office as part of plan implementation.

The Value of Legacy Volunteers

The Legacy Program has continually demonstrated the potential for utilizing BLM retirees as volunteers to assist field offices. Retirees bring a wealth of knowledge about the land while field offices benefit by gaining a long-term perspective from the combination of two or more generations of professionals looking at the same landscape, thus spanning 40 or more years of experience.

Several retirees have indicated an interest in working with field offices on special projects in addition to participating in formal Legacy visits. Each of these individuals developed a abiding respect for the land during their academic and working careers and the spirit is still there. They want to stay involved with the public lands and are now willing to volunteer their time to help achieve the Bureau's mission. With the Legacy program, the potential exists to utilize retirees even more in the future in a manner that efficiently transfers their knowledge and experience to current employees. The program also attempts to make the experience rewarding and fun for everyone involved.

Recommendations

Specific recommendations for the Legacy Program include the following:

1. Continue the national Legacy Program at approximately the same level of activity and encourage state offices and field offices to organize their own Legacy Programs.
2. Formalize the relationship with the Public Lands Foundation through a Memorandum of Understanding to improve communications with retirees.
3. Coordinate with BLM managers at all levels in the organization to identify senior technical specialists willing to participate in future Legacy visits.
4. Investigate the potential role of the Legacy program in the Bureau's Knowledge Management and History initiatives.
5. Develop an outreach effort to expand recognition of the Legacy program benefits among Bureau employees and managers.

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Specific recommendations for land use planning include the following:

1. A legacy visit patterned after the Shoshone Field Office tour should be incorporated into every new planning start. To be most effective, the tour should be held as early in the process as possible as soon as the planning team has been identified.
2. Future Resource Management Plans should be outcome-based and should clearly articulate what the desired condition should be rather than specifying how it should be achieved.
3. Planning decisions should be worded to provide maximum flexibility and to accommodate adaptive management strategies. Flexible language could also potentially reduce the need for time consuming plan amendments.
4. Studies should be undertaken to examine the issue of invasive species in Wilderness Study Areas. In the Shoshone Field Office, there is evidence that interim management practices in WSAs has contributed to the spread of noxious weeds and is destroying the naturalness of the protected areas.
5. Planning teams should employ professional facilitation services from the beginning of the process.
6. Following the completion of a land use plan, a monitoring position should be established to evaluate the success of plan implementation efforts. The position should be a full time assignment and should be specifically focused on designing monitoring protocols, evaluating results, and recommending adaptive management strategies.

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Appendix A - Guiding Questions for the Tour Participants

The focus will be on three main areas:

1. *Political climate (internal and external), and demographics*
2. *Recreation explosion, including OHV use/conflicts*
3. *Ecology of the Land (grazing, sage grouse, noxious weeds, and restoration)*

Questions posed by the current staff:

Stakeholders

Political Environment

Who were the key environmental groups?

What were the political issues?

Why were they important?

How have the political alliances changed?

How was the plan implemented or not implemented based on the politics at the time?

Did you consult with the Tribes? US Fish and Wildlife Service?

Forest Service/BLM interchange/FS cooperation?

Did you use a collaborative process to involve other groups, such as the environmental groups, Fish and Game, Idaho Department of Lands, etc.?

Socio-Economic Environment

What was the political and demographic environment then?

How has the social and economic situation changed since 1984?

Ecology of the Land

Recreation, Monuments, and Wilderness

What changes have come about due to the expansion of Craters of the Moon National Monument and Preserve?

Did the Cave Management Plan meet the objectives of the RMP? Did it work?

Did you consider outfitters and guides?

How did people feel about OHV use then?

Wilderness Study Areas? Recreation issues?

Did you consider the Snake River corridor and suitability for Wild & Scenic River designations?

Wildlife

What was the status of sage grouse populations in the early 80's?

Why did you identify isolated tracts to protect wildlife? Did it work?

Grazing Management

How has grazing changed in the past 20 years?

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Weed Management

What was the extent of the noxious weed problem then? How did you attempt to take care of it?
Did you work with the county extension office to control weeds on private lands?
What did you feel about the cheat grass issue?

Fire Management

What were the fire management goals? Were they achieved?
Consider the impacts arising from the Ro Fire in 1992, seven years after the Monument RMP. Did you anticipate anything like this happening? How has this changed that part of the landscape? Positive or negative?
How has the condition of the land changed with aerial seeding following burns?
Why did you not address fire or adequacy of cultural resources?

The Planning Process

Process Issues

What other issues came up in the years after the plan that were not anticipated? (Wilderness, WSA's, Visual Resource Management, Land Tenure, water adjudication)
Four out of the 27 activity plans were completed. Why weren't more done?
Did you coordinate with other field offices?
Why did you not consider cumulative effects?
If available at the time, would you have considered contracting as a way to complete the RMP?
What type of oversight did you have (i.e. the grazing board vs. today's RAC)?
Why weren't the decisions in the plan implemented?
What was the internal and external "environment" like?
What type of direction or sideboards were you given?
How effective was your initial scoping and public involvement?
Did you have adequate planning guidance?

Future Environment

Looking ahead... what changes can we anticipate in the next 20 years (2005-2025?)

Appendix B - Comments from the Current Field Office Staff

Paul Oakes – Twin Falls D.O. Planner – Environmental Coordinator

"...First, I think the Tour had real value, particularly to the younger employees who participated throughout the discussions. For me, I saw the old land use plans come alive in their eyes. The old plans became real - no longer just tattered and faded pages with little relevance today.

Second, on a personal note, I really appreciated the opportunity to ask Carlos, "What was the full meaning of terms like brush control or limited suppression in the old plans?" While we had a hunch as to what was meant, his answer set the record straight. These terms were the subject of much argument and discussion during the preparation of State-wide fire management plans last spring.



Last, having been a planner for nearly 25 years, the Tour helped put the passage of time and the aging of plans into perspective for me. Like all of the participants, I have seen advances in science and change in the sociopolitical environment. I see the value in the plans that came before. As the demands on resources increase, the value of future plans will similarly increase. Without these plans, society has no road map to a sustainable future.

Thanks for your help with the Tour and providing the opportunity for all of us to participate."

Dan Patten – Shoshone F.O. Rangeland Management Specialist

"I only have a few comments about the tour.

First of all, I was skeptical about whether this was a good way to spend my time, seeing that the FY was closing and I still had lots of work to finish by the end. After the first day of discussion, however, I realized how valuable it was to hear the issues of the day when the Monument Plan was being written and how those issues shaped the document.

The field tour was good, but I think it could have been improved upon. If there were certain projects that those early planners were working on and implemented, I think it would have been valuable to allow them to revisit them to see how they turned out and why. I realize that we were working within a constricted time frame, but I think it would have been worth it. Also, show them some of the projects that were implemented by us through their document (other than the seedings and rehab) to show them how we've still been using the Plan.



All in all, the tour was well worthwhile, and I would recommend it to anybody."

Lisa T. Cresswell - Shoshone F.O. Cultural Resource Specialist

"I enjoyed the Legacy Tour and thought it was a valuable use of the time. I probably learned more about what's currently going on in my office than I knew before, just listening to my co-workers brief the retirees. Being an archaeologist, I was sorry cultural resources were not discussed and the previous archaeologist did not participate. (I realize it's a subject no one gets sued over, so it will never be a hot topic.) As a result, I don't feel like I gained any insight into my specific program that will help me with the new plan, if I'm even on the team? Who knows.



For future Legacy Tours, I would think it might be helpful to hold them during the pre-plan stage to help in the brainstorming of issues or during the early stages of a new planning team. The Shoshone Legacy Tour seemed a bit too far removed from any active planning and there was a lot of confusion amongst our staff as to who should attend because we don't even know who will be on the planning team. We never did get any clear direction on which of us should attend.

Overall, I'd say it was well worth the effort. Nice job!"

Codie Martin – Shoshone F.O. Rangeland Management Specialist

"...The Legacy meeting and tour was very informational. It was helpful in many ways, I liked meeting these people and asking them questions about conditions, rationale, etc then. I was very happy to hear positive responses about current conditions compared to years ago. It was also helpful to network with these people so they get to know us and could put a name with a face if we call them in the future. I would feel comfortable doing that after this, and I would not have previously.



I thought the questions you presented to them the last day, and their answers was probably my favorite part of the session. I liked hearing what they were impressed with and what was disappointing. I also thought this was probably much more valuable to the current staff because we will be making the future decisions based on their historic events or suggestions. We also have a little better understanding for why the resources, and decisions are the way they are.

I think it is imperative that you have similar interest and response from previous team members for future Legacy Tours. I would encourage diversity similar to our which had Range, Wilderness/Rec, Fire, etc. This diverse group stimulated lots of discussion. I would also suggest that the managers stress the importance for ALL current employees to attend because the discussions touched every topic/discipline which can be useful in making current/future decisions as well as plans. Depending on the size of the office this may only be necessary for the last day of discussion. It was also a great learning tool for those who have not participated in a Land Use Plan thus far in their career.

I don't feel these need to be limited to Land Use Plans. It would be beneficial to bring back program leads by discipline as well. For example previous employees/program leads/managers in the range department could come back for a couple days and discuss many of their experiences dealing with permittees, topics in our resource office.

Overall it was a great learning experience."

John Kurtz – Shoshone F.O. Outdoor Recreation Planner

"What I liked:

It is helpful to try and understand the mindset, politics, issues that were present during the time the Monument Plan was written.

Helpful to understand that most of these old plans that were written were the first BLM multi-disciplinary plans written, pretty amazing job considering that there weren't any or many examples to follow.

I liked the structure of the three days and glad you were able to keep it moving along with the lessons learned approach. The wilderness discussions were very good. The discussions and some of the confusion, even with the current staff, gave me some real insight as to how some of the recreation planning tools can be used to help the public and internal staff understand the affects of actions and alternatives.

I liked the point that you were trying to make when you stated the question "being a member of the public how can you guarantee me that this plan will be implemented and not be a shelf document". Questions like this need to be asked more often. If plans are worth taking 3-5 years and millions of dollars to complete they should do more than collect dust. They should guide day to day and year to year workloads and priorities.

It was good to hear that Erv wanted simple management prescriptions, what can and can't occur.

Ideas of future issues that we may not be dialing into right now and how important it is to think through what may be on the horizon as social and resource demands change.

What I didn't like:

For some reason people have a negative attitude toward planning and I'm not sure why. If you don't have a plan you can't manage and if you are managing without a good plan just what are you managing? What is being done when you plan is lining up your workload for the next ?? years. I guess if people don't care what their future holds they won't be involved but if they do then they will be more willing to roll up their selves, understand the process and do a good job. Maybe I'll change my mind after I've been through the process once but I do know what it is like to manage with a plan that is outdated and difficult if not impossible to identify management prescriptions or is outcome based."



Appendix C - Senior Specialist and Retiree's Feedback

Gary Wyke – Idaho State Office Planner

*Shoshone Legacy Tour - August 16-18, 2005
Feedback*

General: The value of this 3-day session far exceeded my expectations.

Benefits:

The value of the exchange of ideas between the generation about to exit and the generation just coming in is incalculable. These two groups have very different cultures but share a passion for the land and resources.



The connection made between those who wrote and tried to implement the old plan and those who are soon to start the new plan can serve the younger generation very well, if they make an effort to maintain that connection.

The three days were fun. This came from careful planning by Jim and our hosts in the District and Field Offices. The field trip on the second day and the informal dinner together were particularly positive and enjoyable.

Lessons learned:

When developing a land use plan, be flexible and adaptive.

Know that you will get surprises. Demands on the public resources will come from unanticipated developments in technology and shifts in public preferences that are difficult to predict 10 to 20 years in advance.

Be open and collaborative with local elected officials, Tribal representatives, and State and other federal agencies.

Unanticipated consequences may come out of your best efforts. The phenomenon of Shoshone's WSAs turning into strongholds of invasive plants is a prime example.

Not all unanticipated consequences are bad.

Suggestions:

Conduct similar sessions wherever a new RMP is being planned and those who developed and implemented the current plan are available.

The format (one day in the field, one and a half days in discussion in a circle) worked well in Shoshone and should serve as a model for future gatherings.

Appendix D - Organizing a Legacy Field Visit

Any BLM field office, senior employee, or retiree may get involved in the Legacy Program. A call for expressions of interest is sent out annually (usually in the second quarter of the fiscal year) as an Information Bulletin from the Washington Office to all field offices. The Information Bulletin contains separate application forms for individuals (senior employees) and field offices.

The Public Lands Foundation announces the Legacy Program to its members, many of whom are BLM retirees, through a newsletter and e-mail announcements. This is the primary venue for soliciting participation from BLM retirees.

We encourage field office managers to apply to the program. We will help you find retirees and senior employees interested in returning to your field office for a Legacy visit. We have learned over the past three years that the more successful Legacy visits are those in which retirees or senior employees contact field offices and jointly propose and plan the field tours. The Legacy Program covers travel costs for senior employees and retiree-volunteers.

A typical Legacy visit involves a brief kick-off meeting in the field office. Many field office managers have integrated Legacy visits into all-employee meetings. At the meeting, the goals of the Legacy Program are discussed and objectives and schedule for the field trip(s) are determined. The field trip may last one to two days.

Many field offices have invited permittees, state office managers and program leaders, and representatives of other agencies to participate in the Legacy visit. The Legacy visit is concluded with a close-out meeting with the field office manager. The Legacy volunteers are each responsible for completing a written report of their observations, conclusions, and recommendations.

The Legacy visit connects current field office employees with people who worked there 25 or more years ago. The visit is not intended to be a formal evaluation! It is a unique opportunity to capture the knowledge of senior employees and retirees.

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Appendix E – Additional Photographs



Figure E-1. Stop 1. Wild Horse Butte



Figure E-2. Stop 1. Wild Horse Butte



Figure E-3. Stop 1 Wild Horse Butte



Figure E-4. Stop 1. Wild Horse Butte



Figure E-5. Stop 1. Wild Horse Butte



Figure E-6. Stop 1. Wild Horse Butte



Figure E-7. Stop 1. Wild Horse Butte



Figure E-8. Stop 1. Wild Horse Butte



Figure E-9. Stop 1. Wild Horse Butte



Figure E-10. Stop 1. Wild Horse Butte



Figure E-11. Stop 1. Wild Horse Butte



Figure E-12. Stop 1. Wild Horse Butte



Figure E-13. Stop 1. Wild Horse Butte



Figure E-14. Stop 1. Wild Horse Butte



Figure E-15. Stop 1. Wild Horse Butte



Figure E-16. Stop 1. Wild Horse Butte



Figure E-17. Stop 2. Paddleford Flat



Figure E-18. Stop 2. Paddleford Flat



Figure E-19. Stop 2. Paddleford Flat



Figure E-20. Stop 2. Paddleford Flat



Figure E-21. Stop 2. Paddleford Flat



Figure E-22. Stop 2. Paddleford Flat



Figure E-23. Stop 2. Paddleford Flat



Figure E-24. Stop 2. Paddleford Flat



Figure E-25. Stop 2. Paddleford Flat



Figure E-26. Stop 2. Paddleford Flat



Figure E-27. Stop 2. Paddleford Flat



Figure E-28. Stop 2. Paddleford Flat



Figure E-29. Lunch at Carey Fire Station

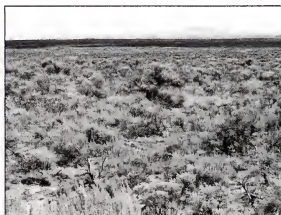


Figure E-30. Stop 5. Wedge Butte



Figure E-31. Stop 5. Wedge Butte



Figure E-32. Stop 5. Wedge Butte



Figure E-33. Stop 5. Wedge Butte